

CANADIAN

# Welfare

April - May

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## The Community's Life— The Nation's Strength

THERE ARE some people who, because it is called local government, think that municipal administration is something of comparatively small importance. They are wrong. The very opposite is the case. The units of local government are the cells which build up together a vital part of the democratic body politic. I shall not presume to speak of local government in Canada and the United States. I am not sufficiently acquainted with your procedures here to estimate its exact importance. But I can speak of the place of local government in Britain, and I have a suspicion that what I say about it there will not be wholly inapplicable to its position on this continent. In Britain we are fighting now to maintain our democratic liberties. We think that they are so essential to our material and spiritual well-being that there is no sacrifice we would not make in their defence. Well, at the very

heart of our democratic system lies self-government in local affairs. Without a healthy system of local government democracy would not exist.

It performs a number of indispensable functions. For instance, municipal and other local councils are often the colleges, so to speak, from which our national leaders graduate. Some of our most famous Prime Ministers have begun their political careers as local councillors or aldermen, and some of them even rose to be mayors; and they owed much of their success in statecraft to the lessons in the difficult art of government which they then learnt. . . .

Again, local government is a wide net that draws in many fish. It attracts into its manifold activities, its electoral organizations, its committees and its councils a countless host of citizens, all of whom thus get some practice in government. So government ceases to be a monopoly of the few, the rich or the privileged. Some capacity in government is widespread; a large proportion of the

By courtesy of the Federation of Mayors and Municipalities, relevant passages in the Rt. Hon. Malcolm MacDonald's address to their fourth Annual Dinner are made available to WELFARE.

citizens in the state are also to a greater or lesser degree rulers. This is itself a sure safeguard against dictatorship. When so many have tasted the interest and enjoyment of power, they will not lightly yield it up to a tyrant.

But, above all, a sound development of local government prevents the system of parliamentary democracy itself from declining into another form of dictatorship. If too much power is concentrated in the central government, it tends to reproduce some of the bad qualities of a dictator. It is necessarily aloof; it is not in close touch with the everyday life of the people in their various localities, and cannot adapt itself to differing local conditions which require some elasticity in government; its administration is rigid and bureaucratic. But if large powers of administration are widely delegated over many local councils, who are in close association with conditions in their respective areas, administration can be tempered to varying circumstances, and then government becomes intimate and sympathetic with the people. That is the great, essential function of local government. It prevents Democracy from becoming Bureaucracy. . . .

#### *Local Government and War*

You are met to consider local government in relation to war. You are anxious to know what is the part played by the municipalities and how they have acquitted themselves, in the crisis in Britain.

Local government in Great Britain never had such a glorious vindication as during these last nine months when the Nazis have descended upon the island in their most savage fury and attempted to lam the life out of it. . . .

Well, we owe the survival of Britain during those fateful months in large measure to the municipal authorities. We owe it too to the new Regional organizations which have been interposed as a link between the central government and the local authorities. (That is a new piece of machinery in our system of government which was invented to serve a wartime purpose, and which has proved so valuable that I believe it will live on into the days of peace).

But much of the brunt of the resistance to the air raids has been borne by the municipal authorities themselves. The Minister of Health\* . . . with the Minister of Home Security now as a close colleague, is the Minister of the central government most concerned with watching and supervising the work of the local authorities. The organization of civil defence is based on those authorities. They are the units of action. The air raid wardens, the rescue squads, the fire brigades, the first aid teams and all the various companies which form the great army fighting this civilians' defensive war are organized in units based on municipal areas and in commands under the municipal

\*Ed. Note.—The Minister is also President of the Local Government Board.

authorities. I think it is scarcely appreciated by the public in Britain and beyond how remarkably efficient the work of the local authorities has been. I don't say that it has been by any means faultless. One or two local authorities have been failures; we have had to replace them. And all of them no doubt made mistakes. The British people have not suddenly become a Heavenly host of angels, possessed of all the virtues. They are very human; human in their frailties as well as in their sudden manifestation of qualities that are sublime. Even the municipal authorities have made mistakes. Nevertheless our debt to them is huge, and its full measure is not generally known. For we could not advertise it sufficiently. We could not turn the brilliant searchlight of publicity on much of the details of their work. Otherwise it would have led to information reaching the enemy which he greatly desired to have. . . .

Therefore the gigantic scale of much of the work of local authorities went unrecorded in the newspapers, unnoted by the public. For instance, if after a single night's raid a town discovered at dawn that four-fifths of its water supply was destroyed owing to broken mains, we didn't tell our public, we didn't tell the enemy. And when by Herculean efforts the water department of that municipality repaired the mains so swiftly that half the water supply

was restored at the end of forty-eight hours, three quarters of it by the end of the third day, and the whole of it by the fourth—we didn't tell that either. Yet these miracles of repair and recovery were being performed all the time. . . .

The list of stricken towns is now a long one: London, Glasgow, Cardiff, Coventry, Birmingham, Liverpool, Newcastle, Portsmouth, Bristol and a great host of others. There is one remarkable thing about that Roll of Honour. Every name upon it is classified as wounded. None of them is killed. None of them has died of wounds. Not one of them has ever withdrawn for a moment from the active fighting line. They have scarcely even done what the gallant Sir Andrew Barton is reported to have done in the rollicking ballad which records his hectic naval action. Struck by a cannon ball, grievously wounded, missing a limb or two, he sat down upon the deck of his frigate and cried cheerily to the sailors

"Fight on my merry men all.  
I am hurt, but I am not slain.  
I'll lay me down and bleed  
awhile  
And then I'll rise and fight  
again."

The battered boroughs of old Britain have not lain down to bleed awhile. They have dressed their wounds whilst they stood and fought. There is no more glorious page in the proud history of municipal government.

The multitude and variety of their actions during and immediately following the phase of battle are extraordinary. In many of them they get invaluable help from voluntary organizations, and especially that superb women's organization, Women's Voluntary Service. A representative example of their activities,—The local authority supervises the police and air raid wardens who keep watch and ward in the streets; and the fire brigades who extinguish the conflagrations, and the first aid post where the walking casualties are tended; and the ambulance and hospital services which care for the more seriously wounded, and the discovery, identification and burial of the dead. They regulate the evacuation of women and children where it is necessary to get them out of harm's way, and they provide food, clothes and shelter for families who are themselves unscathed but whose homes have been blown to Kingdom Come. Their expert departments handle the work of restoring the damaged water, gas and electric supplies; they are responsible too for organizing the swift and steady repairs to many scores of thousands of damaged houses so that their occupants can live in them again as soon as possible after the raids.

That is just a selection out of the modern list of duties of municipal councils in Britain! It is a sample of what is coming to you if after the Battle of Britain there is a Battle of Canada or a Battle of the United States of America.

### *Heroism Meets Barbarism*

It has been a lovely revelation, this swift, cool, efficient adaptation of a multitude of ordinary citizens to the task of fighting a war on their own doorsteps. Untrained to warfare, they have acquitted themselves under fire like crack troops. And amongst those to whom I used to take off my tin hat in most profound admiration were your fellow mayors. Night after night I have had the honour of being with them and their colleagues in their Control Rooms, and of stepping with them into the streets on tours of inspection of their various services.

(After a detailed account of the work of a Municipal Control Room in a night raid, the High Commissioner closed with the undernoted fine tribute).

There is a long tradition in British history that the chosen heads of each municipality are the guardians of the civic freedom and rights of every one of their fellow burgesses. In some periods of stress and strife in our national story mayors, aldermen and town clerks have even died on the battlefield or the scaffold defending those sacred rights against some contemporary tyrant. But never was that high tradition of the mayor's office upheld more nobly than it is today, when the civic dignitaries of municipalities all over the kingdom are cool leaders in the forefront of the firm—and it is going to be victorious—resistance to Hitler's attack on the whole stock of our democratic liberties.

The Scot, who to-day heads New York State's public welfare services, says some significant things as guest speaker at the 21st annual meeting of the Canadian Welfare Council.

## Democracy Protects Its People

DAVID C. AIDE

DEMOCRACY as a way of life is just on its way in instead of on its way out and a system of life, based on full recognition of the dignity of the individual man, is the ideal for which the world is in conflict, as it will be the result of victory in the struggle. In such a concept of life, governmental bodies are increasingly realizing the need to lay aside a substantial share of the national income to take care of the important underpinning of society, and a large part of this substructure is represented by the need of security for those dependent upon social aid.

Democracy is founded on the dignity of man, and, therefore, on his security. One city of the United States, with more playgrounds than ever in its history, but a sporadic system of public aid had just recorded a 34% increase in juvenile delinquency. In New York City, with heavy idleness but reasonably adequate relief, delinquency has decreased.

### *Five Pillars*

Men, women and children cannot function in a sense of actual insecurity of livelihood. The first pillar of democracy is therefore economic security, without which there cannot be individual peace of mind or individual adjustment.

Economic security begins with the community's determination to assure a minimum adequate return for man's effort. Systems of social insurance and such planning and organization of public works and general production as assure the opportunity to work, must prevail in the true democracy, rather than a concept of assurance of aid, available only when a man can prove that the State cannot offer him the work, he seeks.

The second security is health wellbeing, which involves democratic society in the assurance of public health protective measures and health and medical care at need, and not only upon assurance of economic resources on the part of the individual to provide them for himself.

Educational security is the third requisite, and it must be conceived of as extending beyond elementary education, beyond vocational training, beyond even university training as such. Democracy's need is for a maximum degree of liberal education which will give to individuals the ability fearlessly to face and meet the situations and circumstances of life.

Fourth comes cultural security, bringing to all men the opportunity to realize the growth of



mind and interests which make possible a sharing of the deeper things of life. The opportunity to discover, to explore, to develop the riches of mind and spirit, now regarded by the few as theirs by divine right, must be opened to the many, if the spirit of man is to be free.

And, finally, and with full realization of the fact that many ranks of social work may not agree, there must be that spiritual security, found only in a deep personal religious faith and conviction. Democracy allows all men to think as they choose, it accords to the atheist the right not to believe, it protects for the believer, his right to his faith as he sees it. Without this sense of spiritual security, there cannot be individual security, and there cannot be a sound basis for democratic society,

which, after all, built on ideals, survives as men hold things of the spirit as of higher value than material possessions.

### *Democracy—A Sharing*

Attainment of life in terms of these securities is the opportunity, as it is the protection, which democracy should offer to its people, and it can only come about through a broadening of responsibility for the welfare of all the state. Welfare will thereupon become a much broader, a much richer term of greater significance than we attach to it to-day.

The preservation of democracy and the future of democracy will mean that life will be pitched on the heights, and that it will be founded upon spiritual freedom, tolerance, and the sharing of the burdens of free citizens in a community of the whole.

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## THE SOCIAL SERVICES—A PEOPLE'S VIRILITY

WE ARE giving the whole of the workers much greater security and assurances, looking after their welfare, and medical needs and taking responsibilities that were not dreamt of a few years ago. Another interesting fact about this war is the amazing way the health of our people has stood up to the strain.

Do you remember how the unemployed pay used to be criticized, how the social services were sometimes derided? Well, difficult as the period was between the last war and this, what a God-send it was we did these things, because if we had not looked after the health of the people, they could never have stood up to all the inconveniences resulting from the war, nights in the shelters, lack of sleep and long hours of work. We are using our energies now in spite of shortages here and there to maintain this standard of health, because on that the morale of the people depends.

No, we have not paid too great a price. We are reaping the harvest of the foresight of those, of whom the present Prime Minister, Winston Churchill was one, who laid the foundation of our great social service schemes which have added to the virility and strength of the people, and contributed to the man power so essential now to defend liberty.

*Rt. Hon. Ernest Bevin, Minister of Labour and National Service.*

## New Services for Homeless Men

Vancouver, one of the centres of heaviest recurrence of this problem, strengthens her resources to deal with its changing aspects.

JOS. E. LAYCOCK

FEW social welfare problems in Canada have presented greater difficulties than those connected with the care, supervision and rehabilitation of homeless men. These difficulties have not sprung from unfamiliarity for the problem has confronted us in some form or another at every stage in our history. In both good and bad times we are accustomed to the seasonal and cyclical demands for a mobile labour supply with emphasis on unskilled workmen. Every large centre of population has known the presence at various times of substantial groups of homeless men, some with local residence, others with residence elsewhere in the province, and still others with no clearly defined residence at all.

There has been too little appreciation of the particular services which such groups as a whole have contributed, and still contribute, to the development of Canada. Few appreciated, as typically North American, the individualism which motivated most of them to move away from the disintegrating security of their homes in search of work and adventure elsewhere. Hardly any one realized that their problems were as much an outgrowth from the life of our country as the problems of the wheat farmer, the fisherman, or the miner. The ne'er-do-wells and the

hoboes, who attached themselves to the ranks of the homeless and migrant men, unfortunately stereotyped the whole group in the public eye as "undesirables". Consequently misunderstanding and controversy were easily aroused, making it more difficult to see the homeless men problem in relationship to our social and economic development on the one hand, and on the other to apply sound social work practices in coping with it.

All through the last depression the number reached such substantial proportions and represented such a cross-section of our workers that careful and detailed approach became essential. Not only were existing services recognized as inadequate from the viewpoint of rehabilitation, but more detailed knowledge of the individuals concerned was considered necessary to maintain business efficiency.

Consequently, within some of the hostels in the centres where it eddied, clear-cut clearance procedures were worked out with other social agencies. Attempts were made, through registration bureaux, to obtain detailed information on the individuals concerned. There was an effort to approach case-work procedures. A small number of promising individuals were singled out for special consideration.

In the early years of an unprecedented depression this was perhaps as much as could reasonably be expected but as idleness dragged on, the inadequacies of the service could not be overlooked. The conviction deepened that institutional care, even if only temporary, was inefficient both from a social and business point of view. When employment was good the overhead of the buildings was heavy; when employment was poor and hostels crowded there was little opportunity to work out rehabilitation plans on an individual basis. It was merely a "stop-gap" service.

#### *Individual Treatment*

The recent improvement in employment has presented opportunities for experimentation in the handling of such services. A stimulating development in Vancouver indicates a significant change in outlook with emphasis being placed not on shelter care but on case-work, rehabilitation, and emergency assistance. The Abbott House Association has set up the Men's Service Bureau, and moved from a large expensive building, previously used for housing and feeding homeless men, to smaller offices. Its success calls for a high degree of co-operation with Vancouver social agencies, the local public welfare department, Government employment offices, and Government rehabilitation services.

The policy of the organization has drawn, to a large extent, upon previous experience. A registration bureau is emphasized as of major

significance, in ascertaining immediate needs and qualifications for different types of assistance, with the valuable information on employment records, social background, etc., which is basic for rehabilitation work.

Beside the registration bureau there must be a clearing service, available for all organizations and individuals who might receive appeals for help from homeless men. This is invaluable in checking duplication of effort and in examining the sincerity of appeals. It is absolutely necessary to a reasonably complete picture of the problem.

The agency offers emergency assistance on the basis of immediate need to men whose cases are being further investigated. This consists of bed and meal tickets for approved rooming houses and restaurants. As a voluntary agency, the Association does not plan to take the major responsibility for meeting material wants, properly the liability of a public authority, but it is felt that a limited service in this field will assist in follow-up plans and rehabilitation efforts.

It is here that the distinctive contribution of this agency comes into the picture. A personal follow-up service is being worked out to assist individual men to make themselves, once more, effective citizens. The plan is broadly conceived bringing in every community resource for the services which the agency itself does not supply. If, after an initial investigation, it is discovered that an

individual would benefit thereby he is put in touch with the local services operating the recreation programme. He may at the same time be encouraged to take a course in vocational training, to keep in touch with employment offices, and also to give careful consideration to health needs. Emphasis is being placed on co-operating with Government rehabilitation plans, and special efforts are being made to secure the registration of men discharged from the Armed Forces who are in need of assistance in re-establishing themselves in civil life. A large proportion of these men have physical ailments which might become serious if they continue to be neglected.

These new services are not yet perfected. It is hoped that eventually a first-rate case-work job can be done with the men who would benefit from this type of assistance. The follow-up service now in effect is working out well and is reported as appreciated. However, too much should not be expected just from a case-work approach. These new procedures cannot "re-make" a man any more than they can change the economic system. Nevertheless, an attempt to look upon each man as an individual, and to enable him to see his own particular problems in a clearer light, and to assist him in getting employment, is the sanest way to proceed. There is a freshness of purpose in the plan, stimulating in war's pressures and in the drab memory of the depression thirties.

### *The Future?*

Today, as a social problem, the numbers of homeless men are decreased, but the potential numbers have increased. In our war effort many men have left home to take up work in new communities. When the period of post-war readjustment comes, many may be thrown out of employment and become dependent on public or voluntary aid. Our social resources should be adapted now to look upon them as individuals, and to plan programmes of a positive nature in co-operation with Government rehabilitation measures. There is no comparison between such an approach and the dullness of institutional life which many of these men have had to face. But if unemployment is widespread, the possibilities and value of a case-work service will have to prove itself, under fire.

In any case, the economic situation today favors the development of such experiments as Vancouver's, and under sound leadership, the results are certain to be encouraging. New ground is being broken in assuring to a whole class of people a service which has too long been denied them. A certain fatalism has marked rehabilitation work among homeless men. It is time we accepted, more widely, the positive outlook which lies behind the Vancouver experiment. From this modest beginning these new services may so justify themselves that the sanity of such an approach can be made plain in all our large communities.

## Protecting Kin in Our Care

Overseas children in our trusteeship for the duration require the special protection of our best resources.

IT is just a year ago that the United Kingdom government decided to accept the offer of sanctuary for their children from the governments, social agencies and citizens of the Dominion. In the twelvemonth, just under 6,000 children have come to Canada,—1,532 under CORB, the “quad-partite” plan whereby the Children’s Overseas Reception Board in Britain, the Dominion immigration branch, the provincial welfare authorities, and the voluntary child-caring agencies in Canada co-operated, respectively, in the selection, transport, reception, placement and supervision of children, moved at public cost for free placement in Canadian homes. In addition, 2,057 children were brought to Canada, under private sponsorship, and 2,323 in the care of their mothers.

Long prior to the development of the immediate project, representatives of the Canadian provincial and voluntary services had conferred and agreed on the main principles and procedures to be observed were any movement of refugee children to be directed for placement in the Dominion. While this movement was quite different in many respects, and fundamentally so in its aspects of temporary care, there was a unanimity of judgment as to the im-

portance and necessity of clear-cut guardianship provisions for any children being transferred to care in Canada.

### *Guardianship in Canada*

It is axiomatic in the concept of Canadian child protection service that the child is entitled to a responsible and reasonably adequate guardianship during all the years of his immaturity and that guardianship is logically vested in and, presumably, most effectively discharged by his own parents. To the degree that their guardianship is impaired, by their own or other cause, the community has the responsibility, in its own and the child’s interest, of assuring its better functioning, or of substituting another reliable guardianship for it.

It was anticipated that, in respect to these overseas child guests, fundamental parental guardianship would not be disturbed but that it would be imperative for the Canadian supervising agencies to be entrusted with some special guardianship privileges, to assure to them the status and authority, necessary to the best protection of the child’s interests, — intangible, personal, physical—vis-à-vis his foster home, his school, his church, his possible need of medical and health care



and generally his life and adjustment in the Canadian community.

The matter has been one of peculiar difficulty, involving civil jurisdiction in the United Kingdom in respect to the rights of the child's parents or guardians there; the transfer of that guardianship to a proper authority in Canada, where jurisdiction in this area is provincial, and, in turn, provincial devolution of guardianship to the agency, with the child actually in care.

#### *Provincial Laws*

There arose, too, the difficult problem of dealing with guest children within the broad terms of the necessarily wide, and, in case of transfer of guardianship, "unbreakable" legislation of several of our provinces of high standards in child protection law and practice. This indicated the desirability of modification, therein, to provide for a sort of "midway" guardianship for the United Kingdom children in our care.

All the Canadian provinces were interested, and five prepared draft legislation. Three have now enacted such measures,—Ontario, Manitoba and Saskatchewan.

In Saskatchewan the Minister, in charge of child welfare, is given all the powers of a legal guardian with the specific mention of authority to consent to operations, medical care and hospitalization, and to remove a child from the home in which it resides and to place it in a home approved by him. The Minister is not author-

ized to consent to marriage or adoption, or to control or interfere with personal property; to prevent the return to England of any child with the consent of natural or legal guardians, or to act as guardian *ad litem*.

The Minister may delegate any power vested in him by the Act to the Director in charge of British Child Guests, or to such other person as he may designate.

The Act does not apply to a British Child Guest residing with or subject to the control of its parents who are in Canada, or of a guardian appointed under the Infants' Act. Nothing in the Act is to restrict proceedings under provincial child welfare legislation in any case where a child may become neglected or dependent within the meaning of that statute.

The Ontario Act differs in no important detail from the Saskatchewan measure. In Ontario, however, the powers of legal guardian are definitely vested in the provincial child welfare official named in the Act, and this official is empowered to delegate the authority as given to him to local Children's Aid Societies.

The Manitoba legislation differs in form and procedure. It authorizes the Lieutenant-Governor-in-Council to enter into an agreement with the Government of Canada for the care of children from Great Britain and Northern Ireland, in mutually acceptable terms.

The Lieutenant-Governor-in-Council is given authority to make regulations for the proper adminis-

tration of the scheme and for securing the proper care, supervision and protection of the children involved. Without limiting the generality of these terms, authority is also conferred to determine, by regulation, what part or parts of the Child Welfare Act of the Province may apply for the purposes of this Act, and with what exceptions and modifications.

Authority is given to provide up to \$15,000 from provincial funds to a special account, "The Care of Evacuee Children Account", to be kept separate, within the books of the Province, and to which all receipts from Dominion sources are to be credited.

All regulations, under the statute, are to have the force of law, as if an integral part of the Act.

#### *United Kingdom Action*

Meanwhile, just as *WELFARE* goes to press, the United Kingdom Government has introduced legislation, providing for the vesting, in broad terms, of guardianship of British children, moved to this continent, for the purposes and within the scope deemed necessary for their care and protection, in the British Ambassador to the United States

of America (obviously for children placed there), and in the High Commissioner to Canada for children in the Dominion. This statute will thus solve one angle of the problem, the transfer of these special guardianship powers from parents or guardians overseas to the representative of His Majesty's Government of the United Kingdom in Canada. Transfer of these powers from the latter to the appropriate provincial authorities can then follow within the terms of their respective enactments, with their devolution of authority to local services, again within the terms of their own provisions.

Insofar as children placed in the United States are concerned, the United Kingdom transfer of guardianship applies both to CORB and privately sponsored children, whether moved individually, or in school or other groups, if unaccompanied by their parents or fully constituted and responsible legal guardians. It is understood, however, that no specific provision has been suggested for similar protection for privately sponsored children or groups, moved to Canada—C.W.—J.E.L.

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### NEW BRUNSWICK APPOINTMENT

NEW BRUNSWICK announces the appointment of Mr. R. H. Scott, as provincial welfare officer in charge of child protection, unmarried parenthood services, and care of overseas children.

## England Holds the Line

The annual report of the Central Council for Health Education, London, England, describes not only health effort in war time, but also preparation for post-war conditions.

E. BLISS PUGSLEY, M.D.

“WAR has produced a need for more propaganda on health topics than ever before. The evacuation of large numbers of the community from the town to the country has been one cause for this need, and a second cause is the fact that large numbers of people are congregated together in small communities. These form potential audiences both for lectures and cinema shows on health projects, as well as being audiences who are willing to listen to such talks—whereas in peace time they may have been at the ordinary cinemas or partaking of some other amusement.”

To meet this challenge, England's Health Council has worked with imagination, initiative, amazing energy, and sympathetic understanding of the problems, the public is facing. They have remembered that laughter oils the wheels in any undertaking, and their pamphlets are profusely illustrated with humorous but apt cartoons, as, for instance, the sketch of a woeful-looking individual sitting on a tree branch—title “When you have a Cold, Keep Yourself to Yourself. . . .”

Many pungent phrases that “pack a wallop” come unexpectedly, for example, regarding past mistakes in dealing with the shelter problem, they say “the

mistakes may have been made, but at the same time there's no use crying over spilt milk. Let's mop it up.” They advise the people, that like the armed forces, they have to fall back on their own responsibility and not expect everything to be done for them—“Our ancient ship of state is not on a pleasure cruise.”

### *Life under Bombed Skies*

Like Hitler they believe that adequate repetition will put any idea across, but unlike Hitler, their ideas are humane. The shelter pamphlet emphasizes the war on “Dirt and Disease”, and points out that hospitals are not kept clean just for fun but because dirt propagates disease. Advice regarding bathing, or washing daily at least, and regular changing of underclothes to prevent insect invasions, is given in a breezy yet purposeful manner.

“Sleeping in a Shelter” gives a few brief hints on how to attain the greatest amount of comfort under adverse conditions, and suggests that “although it may make you feel like a sardine, sleep head to toe. If your head is in line with your neighbours and he sneezes in the night, you will catch his cold . . . if your toes are opposite his head, then your toes can take it.”

Constantly the public is asked to evacuate children to reception areas. This is a sore point in Britain, for mothers are torn between two calls—to stay by their husbands in the bombed areas, or to go with their children to the safer districts—often ending by *all* remaining or returning to the cities. Public authorities are doing everything short of commanding parents to evacuate their children. It is a difficult problem and a major one.

Of course, the Council's aim is to convey information by every means available. Posters and pamphlets are widespread throughout Britain, informing parents about the various diseases, their prevention or treatment, and here again reiteration is used to drive home the waste and needlessness of so many illnesses.

#### *Films and Radio*

The Council has prepared 16mm. moving picture films as an exceedingly effective method of influencing public opinion and action. Two of these were selected for display at the New York World's Fair, as representative of the best British film work during the year. The first is entitled "Fear and Peter Brown", and deals with perhaps the most vital topical problem of a world at war—that understanding of fear which is the beginning of courage. The second is called "Carry on Children", and is a record in documentary form of what is being

done by the health and education services for the children of Britain in spite of the war. Its message is that while war must involve sacrifice and hardship among adults, the people must try to ensure that there is no diminution of the services that have been built up to protect the health of children. A third film is now under preparation, a comedy on the subject of "What to Eat in War Time". In addition, the Council has a film library of 250 16mm. films, sound and silent, available for health education.

The British Broadcasting Corporation is cooperating by using the Council's material in the "Health in War Time" programme.

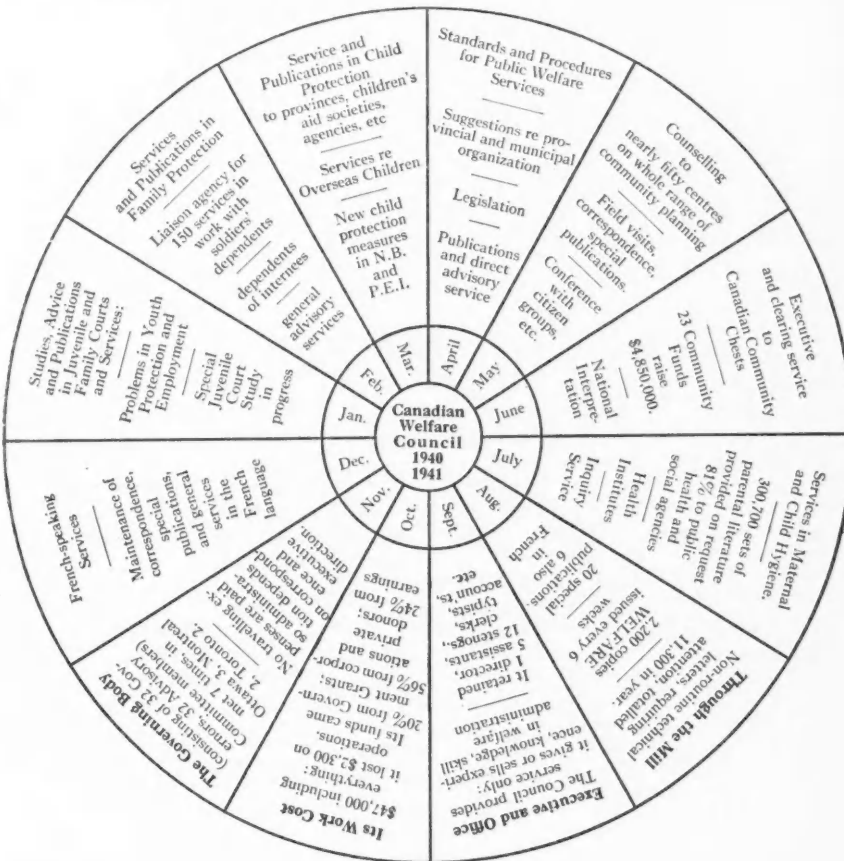
#### *Up! Health!*

This vigorous, tireless effort on the part of the Central Council for Health Education is getting results, too, for the shelter epidemics, so direfully prophesied and feared in the past two winters, have not materialized, and the general health of the British public has shown improvement, instead of deterioration, in spite of U-boats and bombs.

Sometimes it seems that holocaust is necessary to jolt a country into understanding that its entire welfare depends on the welfare of its individuals, that poor health, poor housing, and poor nutrition make an anaemic and week-kneed nation. These are real enemies and are now treated as such.

# The Year with the Council

IN DAYS OF WAR, or post-war settlement, one warfare has no end,—mankind's continuous struggle for survival and for some purpose and end in his living. War's speeding up of the pace of life aggravates the need for steady, silent, sound building of the structure of the nation's social services. In this belief, and without glamour or acclaim, the Canadian Welfare Council will endeavour to fulfil, in war as in peace, its responsibilities in the strengthening of Canadian community life,—by its publications, by direct correspondence, by field visit and conference, by study or survey work,—as individuals, agencies, or communities seek its resources.



IN ORDER to present a short summary of the year's work this chart was prepared by the Council's regular staff in its own office. Since the Council's reports are used for reference, a limited number have been mimeographed and the audited financial statement, printed. Copies are available on request.



A sense of something done, of stern tasks ahead, of unity and group responsibility in meeting them; a spirit of strength and vitality marked the Council meetings at Ottawa.

## Conferring on Community Life

THE Canadian Welfare Council was created in 1920, part of the general effort of "mopping up", after the Great War, and of assuring better co-ordination in our social planning and services, the need of which had been sharply proven in those four years of strain and emergency action. It came of age in the capital city in another period of even graver crisis.

The hope of its founders would have found some realization in the comment of Mr. Tom Moore, president of the Trades and Labour Congress of Canada, in moving the adoption of the director's report. Mr. Moore said, "Possibly the best endorsement of the work of the Council, would be to say that, had Canada not had a Canadian Welfare Council, the creation of such an agency would have been absolutely urgent in the conditions of this war. The country is fortunate in having such a Council, with a strong board, a competent director and staff, a generation of experience and proven skill, and enjoying the trust of public bodies, other co-operating social agencies, and the citizens generally."

When war struck, the Council was one of the first forces in our national life to emphasize that

the morale of the state was dependent upon the background in which the civilian population lived and worked, and that to keep that morale high, and effort and production pitched accordingly, the nation must protect its citizen life as well as equip itself for military effort. The social services were the counteracting force to war's impact on the life of the people, during the days of struggle; they were the sound foundation to post-war repercussions: they must be kept intact, and reinforced to assure their equipment at a high level when the community came to face the tremendous readjustments which the end of the war would bring.

### *The Council's Business*

Mr. Moore's summary possibly voiced the judgment and the purpose of the 130 registered delegates and large attendance at both the business and general sessions of the annual meeting, over which Mr. Philip Fisher presided.

In spite of the impact of the year's events, membership in all groups was sustained at slightly better levels than in 1939-40, and a deficit in operations was due to greatly increased work, much of which had brought higher revenues in reimbursement for services rendered, but just not enough to break even. The Council, however,

The complete report of the annual meeting, "War without End", is available on request to the Council.

had been able to draw on some small reserve funds, accumulated against such a day. Remaining reserves are slight, equivalent roughly to ninety days operating costs.

Well attended sessions of the Board of Governors and Advisory Committee preceded the annual meeting. The time devoted, then and during the year, to the Council's affairs was evident in the smooth and expeditious dispatch of the business of the general sessions.

The reports, too, gave a sense of reality and achievement in the work of the year, several items being of sufficient import to have stood, almost alone, as enough "to have earned the Council's keep", as one practical farm woman commented.

#### *National Planning*

In the broad area of national policy and planning, the Council could record effective work, particularly in the study and analysis of practical administrative suggestions for the better organization of the public social services in province and municipality, in the light of proposed realignments in Dominion-provincial relations in this area. Warning against the danger of disarmament of the social services just because war's demands have shot up the economic barometer, the Council is doing its utmost to have this breathing space utilized for strengthening the substructure of public and voluntary welfare services, to improve present and to assure better future functioning.

Provision for a provincial welfare department in Quebec, a

municipal welfare department in Montreal, and the appointment of a provincial welfare officer in New Brunswick are both encouragement and evidence that public opinion is aware of these needs, while the inauguration of unemployment insurance, so disastrously interrupted in 1935, marks a real bulwark completed in our social defences.

On the national front, too, steadiness and progress marked the increasing use of existing facilities in services to dependents of the forces, in planning for ex-service men, and in the gearing of community life to war needs. This has been made possible through the cordial co-operation of the Dominion officials with the Council and co-operating local services.

Outstanding in this area of adaptation of existing resources to new and grave strains was the service the Council was able to give, as technical consultant in the Dominion's project for the placement of overseas children in Canada, under which 1,532 children were transported and placed and under which thousands of approved homes stand ready for any resumption of the plan.

#### *Work for the "5 C's"*

In yet another area has economy in war-time been put into practice, in the plan whereby the Council has served the new Central Committee on Community Chests and Councils.

A sensible partnership places service, planning, and organization

in this field of community counselling with the Division on Community Organization of the Council; centralizes, under its own officials, clearing in matters of mutual concern and interpretation with the Central Committee. Both areas tie in, in the Council's office and staff, making one salary, office, and travelling budget do double duty.

Six new community chests emerged in 1940, at least an equal number were reported likely to burgeon this spring.

The Council and the Central Committee were associated, insofar as their interests justified, in the general happy clarification of the major war service appeals, and have now assumed responsibility for endeavouring to get provincial and municipal collaboration in the better control and registration of ordinary charitable appeals since those rest within local jurisdiction.

The Council and Central Committee are also working together in their effort to have as many community or 'all-time' services as possible concentrate their voluntary appeals in the autumn period—from the first Monday in September to the first Monday in November—being 'protected' for this purpose by the Department of National War Services. This will involve both bodies in heavy interpretation and community counselling services this year, and, in these, the collaboration of local government is being sought through the Federation of Mayors and Municipalities.

### *No Retreat at Home*

While, necessarily, emphasis is being placed on the war problems of our national and community life, the Council is continuing on the assumption that we are at war to save the way of life that we have known; that, therefore, none of its characteristic strengths should be endangered, by ignorance or carelessness at home.

Consequently, the Council has sought, in the past year, to strengthen, *not* weaken, its services in maternal and child hygiene: to equip itself for more continuous service to the child care and protection agencies: to get a clearer outline of the exact status of our legislation and services for the social treatment of delinquency and problems in domestic relations: and, generally, to give better service to a wide group of activities, — family agencies, day nurseries, neighbourhood houses, community centres, etc.,—which may have no other clearing house facilities in Canada.

\* \* \*

The Council's session closed with the challenge of an enlarging concept of the practical application of democratic principles in our community life, put in broad Scots tongue by Mr. David Adie, Commissioner of Welfare for the State of New York. Its scope etched the record of the year's work, as a small sector of achievement in a great area of things undone. As such it dismissed Council members with a sense of obligation and purpose in the days immediately ahead.

On May 6th, representatives of the Canadian Community Chests and Councils met in Ottawa to discuss financing community welfare this autumn.

## Hold Fast for Human Welfare

LAST AUTUMN marked the first serious attempt at national interpretation of our intensely individual community service appeals. Community service is necessarily indigenous to its own community, its problems, needs, resources, and characteristics. Communities are like people, for they are the first and smallest cell in which people meet for common living. They are as personalized as the family group, and, like it, whatever disintegrating conflicts exist internally, they solidify against new or strange experiences, especially if these are exerted externally. Yet as the common pulse of human life beats in all mankind, stirs to a common sense of common danger, thrills to the call of a common cause among men of a common purpose, so with community life. Through it there runs the common fact of daily living, of common problems in different manifestations, of the unity of free citizens getting together for their mutual interest and governance and, of the understanding and agreement of communities is bred the unity and strength of national life.

War underlines these facts, makes possible in a state of common traditions and beliefs the unity that assures survival, but the processes of community life,

required for the social care of the people within it, simply do not lend themselves to organization of service on any but a local basis. Plans and provisions, assessment of costs may be spread over the whole area of the nation but there is no getting away from the fact that a sick mother must be given care, a child in danger protected, a human being in need succoured, an aged, handicapped or infirm sufferer relieved where and when their need arises, and that means within the immediately available personnel and services, public or voluntary, of their own area. Service, guidance, counsel, re-establishment depend for their effectiveness upon the closeness to duty, and equipment of the "home guard". So community patterns may be typical, but cannot be identical, especially in the area of voluntary service, whose particular glory and justification are its flexibility, and adaptability to individual character and need. So, while there must be identity of purpose, should be community of interest and planning, there cannot be uniformity of plans, set-up, appeal or campaign for Canada's thousands of all-time local welfare services, serving from the metropolitan area of Montreal to the small welfare communities of the

Peace, the Makwa, and the Inverness fastnesses.

Diversity in a maximum unity of plan is as much as we can hope to attain in the interpretation, planning, and financing of our voluntary community services in the Dominion.

#### *Common Techniques*

To this end, the agencies in the "5 C's" have agreed upon:

1. *A Common Campaign Date*—from September 8th to November 3rd, and every effort will be made to get the greatest possible concentration of community welfare appeals into these dates. Whether local agencies, in our centres over 5,000 in population (there are 200 of them), unite in community funds, joint campaigns, synchronized campaigns or a progression of appeals within those dates will be the decision of the agencies within each community themselves.
2. *A Common Symbol*—A golden torch on a red maple leaf—the light of human charity flaming in the life of Canada—will designate the all-time services, co-operating in this plan to release the other ten months of the year for Canada's war service financing, and to get efficient planning and financing of community needs, assured for the year ahead.

Plans are under way to protect the use of the symbol.

3. *A Common Slogan*—"Hold Fast for Human Welfare"

While this will be the general national theme, it is understood

that local communities may vary it with the sub-slogans, or that it may itself be varied, so long as the two words "HOLD FAST" are retained as distinctive of 1941 appeals. Discussions are in process as to the possible use of the same two words by the U.S.A. Community Chests, about 80% of which will appeal this autumn.

4. *A Common Poster.*

The cost of large posters for the comparatively limited Canadian demand has operated against a practical solution. This year, it is hoped that arrangements may be concluded for use of the same poster throughout Canada and the United States. The design is the attractive head and shoulders of a small child who is holding tightly to a man's hand, the hand and cuff only being visible in the upper left corner of a square poster.

5. *Certain Common Film and Radio Features.*

These are under discussion but the general idea is to have one feature film for general showing and certain national radio features but generally to leave radio and press features to local interpretation of community needs in the common theme.

#### *Campaign Plans*

The preponderance of judgment favoured not more than two major community appeals in war time, one for auxiliary war services, one for the all-time services. One inclusive campaign for both pur-

poses found slight favour, unless special conditions prevailed, especially re pay-roll and corporation payments in the smaller city. Some of the large chests reported discussion of a plan whereby company and employee deductions were agreed upon for the year, and assigned at the time of the general appeals to each campaign.

There was unanimity of opinion as to the necessity of maintaining quite separate budgets, even if there were one campaign, for the

all-time services and for the war-time services, and that the former, even when part of the allocation of the same agency (e.g., Salvation Army, Red Cross, Y.M.C.A., etc.), in such amount as was assigned to home service, should not be nationally but locally allocated, and worked out in the light of the general community needs and plans, and of the actual amount collected for the agency's home services in the twelve months preceding the war. C.W.

## Life in The Borderland

WHILE THE study analyzed the low income problem, as it affected the policy and function of the Family Welfare Association, and does not propose to cover all angles of the subject, its findings have wider significance than their application to one particular social agency. They reveal the social and economic struggles of a marginal income group, hovering constantly on the borderline between self-maintenance and dependency. Although over three years have passed since the study was initiated, its findings are considered to be still valid today. Indeed, the necessity of working towards an intelligent solution is of immediate concern in

\*\*"The Problem of Low Income"—42 page booklet, available from the Montreal Family Welfare Association, 1646 Dorchester Street, W., 50 cts.

Two staff members analyze the excellent study\* of the problem of low income, as recorded in the homes of the Montreal Family Welfare Association from 1937 to 1940.

FLORENCE L. PHILPOTT  
MARY E. RAMSDEN

that financial supplementation of families on low income shows a tendency to increase rather than decrease in the 1941 monthly statistics of the Family Welfare Association.

In September 1937 there were 1,119 families under the care of the Family Welfare Association. Of these, 304, or 27% of the total case load, were families who had an income of some sort, which according to the scale of family budgets in use by the Association for various-sized families, would be considered inadequate. A detailed study was made of 100 families selected at random from this low income group.

In general, the findings indicated that low income families tended



to be living in areas of somewhat higher standards of living than total relief families; that they frequently applied of their own accord, and were usually families who had been known to the Association over a period of several years, though not continuously. The income of 81% of the group came from full time, part time, or seasonal employment, while the remainder had pensions and compensation, or returns from minute capital investments, such as insurance or a small business. The families were known to the Association not only because of inadequate income, however, but because of poor health; homes broken by death, desertion, or separation; marital difficulties or behaviour problems; debts; poor management, and combinations of these difficulties. Supplementation was required not only to bring the income up to a bare minimum but also to provide housekeeping service when the mother was ill or deceased; to provide other needs in connection with illness; to help families who had to make debt payments under the Lacombe Law, or direct to creditors; to re-establish homes, or to aid in case of eviction.

The majority of families were not exceptionally large, although one-quarter of the group had more than five members. The men were almost all between the ages of thirty and fifty years, and while this is the age-group which is likely to have dependents, it is also the age-group of maximum earning capacity. Twenty-six family heads

were women, who were mostly over forty years of age. The majority of the low income families were of Canadian or British birth and had been in Montreal for a considerable length of time. The problem as known to the Association was therefore not one of the foreign-born, or of non-resident families coming into the city to take work at low wages.

The 100 low income families received little financial assistance from sources other than the Association. The average minimum budget was found to be \$57.15, 80% of which was raised by the family and 20% provided in supplementation by the Association.

Altogether there were 56 men, 21 women and 23 children working. Eighteen male heads of families were unemployed due to illness, old age or alcoholism. Women were, therefore, assuming major financial responsibility in 13 homes, and 14 children were the main family support. Few were engaged in skilled or even semi-skilled work as there was a general lack of training in these groups. Every employed child had started work between the ages of 14 and 15 years, and only two had gone beyond public school. Irregular work, long hours, and low wages were prevalent. Over half the men worked between 40 and 80 hours a week, while less than a third received more than \$16.00 and none drew more than \$30.00. The women's hours and wages could not be accurately estimated as the majority were in domestic service. However, only 12 worked less than

48 hours, and only one drew over \$10.00. Similarly, only one child worked less than 40 hours, while 14 earned less than \$10.00.

Poor health was particularly important as it affected 57 homes. Actually, 89 individuals were suffering from 100 different maladies. Tuberculosis, syphilis, bronchial diseases and paralysis headed the list of illnesses. Some persons had as many as 3 separate illnesses; while in individual families, as many as 6 physical ailments were present. For the most part the patients were receiving adequate medical care; the Association and the medical authorities making joint plans in most cases. Poor health was considered responsible for low income in 20 cases while low income had caused or aggravated the health conditions in 17. Sixty-four sick persons were adults, of whom fifty-eight had been forced to leave work. Sixteen would never be able to resume employment and an additional eleven would probably be unable to return to regular work.

It was concluded that the low income families coming to the Association, because of lack of training, irregular employment, illness and complex family problems,

would be a fairly permanent or recurring charge on the community. They were, however, making an effort to help themselves within the limits of their capabilities. Complicated financial and health problems indicated that the Association workers needed constantly to evaluate their budgeting and nutritional guidance skills. Also apparent was the need to raise both private and public relief rates in order to preserve health standards and morale. Once again the need for a Public Welfare Department became obvious, as did the necessity for free high school or technical training and evening courses for adolescent children. Further consideration of public health programmes, evening clinics, and health insurance seemed definitely indicated. The need for better organization in domestic service came out clearly. The advisability of mothers becoming the breadwinners was questionable, especially in situations where marital friction and behaviour problems existed.

Whether low income is the result of conditions in the labour market or a question of individual capabilities and personality adjustments, it is a real and vital community problem which cannot be ignored.

### THE SOCIAL AGENCIES AND SOLDIERS' DEPENDENTS

"IN RESPECT to wartime services, the Social Service Index has enjoyed the opportunity of collaborating with the Family Division. Prior to investigation, application for Dependents' Allowances have been cleared through the Index. Up-to-date about 265 of these applications have been registered and in 179 or 67% of these cases, either the soldier's own family or relatives have been identified. The information made available in this way should greatly facilitate the formidable tasks which are bound to arise as a result of the war."

Report of Social Service Index Committee, Hamilton, Ont.

Are the demands on our man power and woman power yet so sharp as to justify nearly 500 boys being used in the Dominion Arsenal in Quebec?

## Is This Necessary?

ON A RETURN to the House of Commons, on May 16th, the Hon. C. D. Howe, Minister of Munitions, reported that 422 boys, 16 years of age and under, are employed at the Dominion Arsenal in Quebec City. Two boys of similar age are employed in the Dominion Arsenal at Lindsay, Ontario. In Quebec the average earnings for this group were \$10.57 per week; the two boys at Lindsay averaged \$11.62 per week. The hours in Quebec are 47½ per week, and in Lindsay 46½ per week. If these are the *average* hours worked, there seems some question as to what actual maximum hours some may have worked and as to what minimum wages were.

Under present conditions a few boys, 16 years of age or under, will find their way into industry. Our compulsory school attendance laws make provision for work permits after proper investigation. While, in Quebec there is no compulsory school attendance legislation, there is a minimum age for employment in factories, 14 years of age if the youngster can read or write, 16 years of age otherwise. There seems to be no allegation of non-observance of the terms of Quebec legislation but the fact that 422 boys, 16 years of age or under, are employed in a Dominion

Arsenal comes as a shock. Only if the shortage of all other labour were so serious that no other method was open for manning the plant would such an employment policy appear justified.

These boys are leaving school at an early age to enter a type of employment which, in the nature of things, has few permanent aspects. The employment difficulties they will encounter in two or three years, or sooner, will not be greatly eased by their work experience. They will have acquired, in the meantime, attitudes and habits of earning and using their own money which will make it hard for them to pay attention to equipping themselves through new training for other fields. Of course, there will be exceptions, but experience suggests that these will not be numerous. The majority of this group are prematurely entering the labour market; they are prematurely taking up a position as independent workmen; they are in danger of being warped before they become citizens.

While these may be generalizations, and not applicable for each individual involved, unless the school record of each boy has been carefully looked into, and unless consideration has been given to the place each one might reasonably occupy in our industrial

system as a mature person, the principles behind such an employment policy are open to very serious question.

There are many other aspects of this rather startling situation which raise social implications, such as the rate of wages, hours, working conditions, type of work, the availability of older men, and the relationship of the labour of youngsters to the minimum wage law, and, more important to the non-application of workmens' compensation, and unemployment insurance, which apply only over 16 years of age. Were these conditions reported from a commercial firm, it would be hard to disassociate the fear of exploitation of young labour. Responsible citizens do not want employment policies, which are detrimental to the youth, and so the future, of our country, until and unless with every other available resource in war service or production we are forced to call our youngsters into the front line too.

When Canada is calling up only 30,000 men every 4 months, and at the immediate moment seeking only 30,000 volunteers for active service, she would appear to be able to follow, especially in her own national plants, an employment policy on a more selective basis of young prospective employees. Even if full time industrial employment is considered the best policy for these youngsters, the question remains of whether this is the best line of employment for their present health and future prospects and so for the nation's use of their services in war or in peace. If these questions are resolved, in the affirmative, then there emerge others, as to what recreation, health, protection, vocational and other facilities are being assured by the Church and social agencies of the community, for the safeguarding and growth to citizenship of these many youngsters in such early war service.

## Montreal Goes Public

UNDER its new municipal legislation, Montreal is reorganizing many phases of its municipal life. No measure is more significant than the by-law, creating a Municipal Welfare Service, adopted by the Municipal Executive Committee on May second, and transmitted to the plenary Council for consideration.

The by-law will undoubtedly be modified in course of discussion but its principles and outlines seem assured of adoption.

Provision is made for the establishment of a Municipal Welfare Service, under a Director, responsible to the Municipal Executive Committee. The municipal department will have the responsi-

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Canada's metropolis, prior to 1930, made no provision for municipal welfare or relief. In the last ten years, outdoor relief has been restricted to aid, in which the Dominion shared.

bility of dealing with unemployment, with municipal relief, of administering the Municipal Meurling Refuge (for homeless men), the municipal identity registration service, and the relevant statistical and administrative services.

It will have the responsibility of recommendations relative to grants and contracts to charitable institutions and agencies, hospitals, industrial and reformatory schools, crèches, refuges for non-residents.

Municipal responsibilities in the relief of the aged, the blind, and needy mothers, under provincial legislation, will rest within this department, as will similar co-operation in respect to the care, hospitalization, and repatriation of non-residents.

Broad responsibilities for registration, retraining and placement of persons in receipt of municipal help, are outlined as falling within the new department, while the law, as drafted, suggests also that the municipal government will look to the welfare director for advice generally as to close collaboration between all public and voluntary effort in aid to the dependent, (*secours à autrui*).

Most interesting is a specific clause in the proposed by-law, authorizing the director to engage supervisors, "qualified and graduated in social service" for the study and re-establishment of those in receipt of help, "insofar as their technical competence can effect this". C.W.

## Trail Blazes a Trail

THE ENERGETIC City of Trail was one of the few communities under 15,000 in population in Canada which had taken effective measures in peace time to co-ordinate its community work and particularly its community finance.

In the early days of the depression 30's, Trail was operating a compact Community Fund which, in addition to financing of the voluntary services in the community, administered the organization of aid from voluntary funds to families and individuals in need. It also operated a clothing service.

In June, 1940, building on the experience gained in years of peace, an inclusive organization, registered under the War Charities Act and designated "Trail District Patriotic & Welfare Society", was set up. This organization assumed responsibility in four major areas of community interest—to promote and aid in Dominion war financing, (that is, War Savings Stamps, Certificates, etc.), the maintenance of local charitable effort, including responsibilities for the dependents of men on active service, war service appeals, and

Trail, the great centre of West Coast smelting develops a community pattern of wide interest.

the encouragement of recruiting and adequate local defence.

In accordance with the comprehensive nature of its warrant, the Society has continued the collection and distribution of funds for community services, such as the Community Chest, Salvation Army, I.O.D.E., Girl Guides, and West Kootenay Religious Education Council, etc., and for war services including the Red Cross, Canadian Legion and Y.M.C.A.

Member organizations agree not to engage in any fund raising campaign for development, support, maintenance, or capital account, unless such campaign shall have first been approved by the Society. All applications for funds from affiliated organizations are considered by a Finance Committee and are finally passed by the executive as a whole.

The allocations from the central fund are based on annual budgets prepared and presented by all

participating agencies who were carrying on in the community prior to the setting up of the organization. There is nothing, however, to prevent other local organizations from applying for assistance. Special war appeals are dealt with, partly on the basis of past local responsibilities, and partly on the basis of the objective allocated by campaign headquarters.

Perhaps the most unique feature of the Trail plan is the complete elimination of tag days, including even the Poppy Day appeal. The quota for Trail in the Poppy Fund was accepted by the Society and poppies were distributed on Armistice Day without payment.

Trail seems to have discovered something in the way of compact community organization by simply extending a co-ordinated peace time effort to include all appeals for war services and other allied requirements.

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## Kabloona

ONE NIGHT in the spring of 1938, Gontrin de Poncins suddenly knew that the unrest of his soul could be resolved only through experiencing an uncontaminated, primitive society, and that, of all primitive societies, the only one which could meet his need was that of the Esquimaux.

By courtesy of the Ottawa Library Association WELFARE will review each issue, the season's best book of "social significance".

### GONTRIN DE PONCINS

Though de Poncins is an ethnologist, and the scientific study of Esquimaux culture was the avowed purpose of his journey, neither elaborate equipment nor extensive entourage marked his undertaking. He went alone, acquiring what equipment and sup-



plies he needed as he went, taking advantage of ordinary means of travel — river steamer, mission plane, trader's dog-team—to carry him north to the mouth of the Mackenzie, and east to a trading post in King William Land, an island about half-way between the Mackenzie delta and Hudson's Bay.

Summer had passed before his destination was reached. He was to have until the next spring to study the Esquimaux, a short time chronologically, but in the degree of his experience, those short months went back into man's past 20,000 years. In the fall, de Poncins, a Parisian gentleman, approached the Esquimaux objectively—fastidious, detached, self-centred; in the spring, he left them as one hunter leaves another—differences of custom and thought no longer a barrier to his understanding and appreciation of their values in living.

De Poncins' purpose was not to make an impersonal, hygienic study of the Esquimaux; he wished rather to share their life. He went with them without other companions, first on short hunting trips, later on journeys of many days, with each experience slowly adapting himself to what seems to an outsider, a noisome, filthy, savage existence. This experience: life on the trail, and in that amazing form of domestic architecture, the igloo, is feelingly described. As familiarity fostered in-

difference to offensive sights, sounds and smells, the pattern of Esquimaux life became clearer—the pampering of children, the kindly care of the old, the endless labour of the women, the careless, child-like existence of all. All of this he brings to the reader through graphic anecdote and sympathetic analysis.

De Poncins felt he learned much in the Arctic, that in becoming part of a primitive, communal existence he had discovered a lost secret, the secret of living and working in rhythm in a small, closely-knit group. The gentle reader, (to whom the cold page cannot bring the reality of a primitive feast of raw fish and bloody seal reaching the gargantuan length of twenty hours, of a spring mating fever which put a whole camp, old and young alike, into weeks of turmoil), is inclined to wonder whether this "secret" of living is lost to us by 20,000 years of civilization, or whether it is not one which each of us may discover by learning to live for his community, and not for himself. Indeed, this is the very theme so dramatically evolved in John Buchan's last novel, *Sick Heart River*.

Though the adjustment of his personality made the trip North important to the author, the adventure is important to us for his fresh, intuitive description of the life and customs of a people who, strangely enough, are fellow citizens of Canada.

R.M.J.

## When War Strikes Home

OTTAWA, the capital of our land at war, has had a heavy influx of population.\* Rent controls have been enforced but they do not provide extra shelter.

May-Day moving brought to a head this serious housing problem when twenty-two evicted families, totalling nearly one hundred individuals, were "out on the street" and no permanent accommodation could be found for them. Two days before, the Board of Control had been shocked to learn of the situation from the city Social Service Commissioner and went on record as committed to find temporary shelter for these homeless families. Use of city-owned property, church basements and schools, was suggested to meet the emergency, but with the exception of one house in which two families were placed, none of them proved available.

Social agencies were faced with the same difficulty in finding accommodation for families under their care; small wage-earners, soldiers' and veterans' dependants, and mothers' allowance cases were in similar predicament. Some had been evicted for non-payment of arrears of rent, others simply could not find shelter within their means.

\*It is estimated that in this city of 160,000, new government employees have numbered at least 8,000 adults.

War's sacrifices are not all of one kind nor on one front. Home life is shattered and suffering occurring among those, without adequate protection, in other than invaded lands.

FREDA FRIPP

One truck driver with nine children, who had been looking for a home since last December, could not find a house to accommodate his family at the rent he could pay. On May the first, many of the parents were thrown upon the hospitality of relatives and friends and their children rushed to the temporary care of the Children's Aid Society.

### *Family Shelter*

That night, the Society received word that one widowed mother and four children were stranded at the police station. By the morning of May the second, it was reported that forty-two children from evicted families were running the streets. Anticipating just such a situation, the Society had arranged with children's institutions and foster homes to accept children from homeless families for a temporary period, and had agreed to co-operate with the city in placing children from stranded relief families. Seventeen members of the staff were drafted to the Protection Department on a 24-hour emergency basis. The Society's clinic doctor and a Victorian Order nurse were called to give medical examinations, transport was secured from the Red Cross and other volunteers. By 2 p.m. the

Children's Aid Society office was ready for action and, shortly after, the children's invasion began. By 6.15 p.m., fifty-five children (including thirteen cases coming just on normal intake) had been placed in safe-keeping, though it involved a separation from parents and the division of families, because of the age and religious restrictions of institutions and the limited capacity of foster homes. By mid-May permanent shelter was obtained for most of the families but five remained unadjusted, while five 'civic relief' cases, with an average of nine children, were still unplaced.

The plight of these homeless families aroused strong editorial comment from the press with demands that the Government act to relieve the situation. The shortage of adequate housing facilities was attributed to the steady influx of government employees to war departments and the increase in military personnel who have brought their families to Ottawa.

#### *The Single Unit Problem*

In March, the Y.W.C.A. which, through its Travellers' Aid Social Service Department, conducts an inspected room-finding service for girls coming to the city to work, recommended to the Civil Service Commission the erection of hostels where single girl employees could live at moderate cost. At present over half the salary of Grade 1 stenographers must go for board and lodging, leaving only a small margin for other necessary ex-

penses, sickness or emergencies. From its close contact with the situation the Y. reports that suitable rooming-house space is now taxed to capacity, many women being housed two in a room. The Y's average monthly placement of sixty girls in normal times has now jumped to three hundred. New Government employees are being added at the rate of one hundred per month, with no prospect of this rate being diminished, so it would appear that the Y.W.C.A.'s concern over the situation is well-founded. The provision of hostels for both single men and women war employees was first suggested some months ago by Tom Moore, President of the Trades and Labour Congress of Canada and has since been endorsed by the press and other organizations but so far no action has been taken.

While the provision of hostels, even for single women, would relieve the rooming shortage to some extent, by releasing the use of single rooms and small apartments for single men and married couples, it would not provide low-rental housing for relief recipients or small wage-earners with large families, the lack of which existed in Ottawa long before the war.

#### *Pre-War Unpreparedness*

Back in 1935, inadequate housing facilities for this group led to a survey of low-cost housing conditions, under the joint auspices of the Ottawa Regional Committee of the National Construction Council of Canada, the Ottawa Welfare Board and the Ottawa

Town Planning Commission. The survey, which covered over 3500 dwelling units, showed that, in order to meet the minimum standard of health and amenities on a basis of six persons per unit, 1187 new low-cost houses were needed—611 to reduce overcrowding and provide for natural increase in population over a four-year period, and 576 to replace dilapidated buildings, unfit for occupation. The report of the Ottawa Medical Officer of Health for the period ending October 31, 1934, had stated that "the scarcity of reasonably satisfactory low rental houses is so great that the Health Department has not been able to take action to abate overcrowding except in the most extreme cases". None of these recommendations was carried out, though the increase in the population of Ottawa, during the past six years, is estimated at approximately 27,000.

During the depression years, building, particularly of low rental houses, was practically at a standstill, in spite of governmental effort to encourage residential construction. The Dominion Housing Act, 1935, had been designed to promote only the higher-cost type of building, but 1938 amendments provided for direct loans from the Dominion to a total of 30 million dollars, to municipalities or municipal housing authorities or a special class of private corporation, for erection of low-cost, low rental housing for occupation by low-

income tenants. No advantage was taken of this scheme in Ottawa, nor as far as information is available, in other Canadian cities. Ottawa's reluctance to participate in such a venture was, probably, partly due to an unfortunate experience in the housing field some twenty years ago which has made it "twice shy" of municipal housing schemes. In view of the local situation, revealed in 1935, and to correct which no efforts apparently were made, responsibility for the present shortage cannot be laid entirely on the Dominion Government's doorstep. At the same time, provision now of housing facilities by the Government for a special group of its own employees would relieve the pressure on available space and tend to raise the standard of accommodation for low-income groups instead of further depressing it.

The situation is easing gradually for the moderate income group by the exodus of Ottawa residents to summer cottages and resorts outside the city, leaving more accommodation for new-comers during the summer months. But what will the situation be in the fall when regular residents return to town and temporary tenants are forced to find other accommodation? If May the first caused a "housing headache", what will October bring? Unless some action, official or private, is taken forthwith, Ottawa's housing problem, now acute, will become a major crisis.

## Jeunes Délinquants

**L**ES SOURCES des délits chez les jeunes délinquants se trouvent en plusieurs endroits: dans le milieu familial, à l'école, dans l'industrie, dans la société elle-même.

### *Les responsables*

Quelquefois dans *la famille* se présentent les faits suivants: négligence des parents à suivre leurs enfants, sévérité outrée, mauvais exemple donné par les parents eux-mêmes, incompréhension des parents à l'égard de leurs enfants surtout à l'âge de l'adolescence, absence de confiance réciproque, désaccord entre les parents. Sous la pression des conditions économiques peu favorables, les familles ont perdu leur sécurité. Les enfants ont subi la répercussion de toutes ces circonstances déprimantes qui sont venues s'ajouter les unes aux autres et désagréger la famille.

*L'école* porte aussi sa responsabilité dans ce domaine. Elle a pour rôle non seulement d'instruire l'enfant, mais aussi de lui procurer l'avantage de s'adapter petit à petit à la vie sociale à laquelle il est appelé à prendre part plus tard. Le professeur peut, s'il a une personnalité marquée, prendre un ascendant très fort sur ses élèves. D'un autre côté, sa négligence d'observer ses élèves, son enseignement trop abstrait, son manque de psychologie, son attitude erronée vis-à-vis des problèmes d'inconduite des élèves, peuvent devenir des obstacles à la formation de l'enfant. Il va sans dire que l'entourage de mauvais compagnons à l'école peut devenir un danger réel pour l'enfance et l'adolescence.

Notre vie moderne avec tout son système économique dévié de la droite direction, *force souvent l'enfant à fournir à la famille sa quote-part*. Nous voyons ces garçonnetts vendre des journaux, se faire messagers, etc. Des fillettes qui devraient encore aller à l'école, deviennent servantes, travaillent pour un salaire minime dans une usine. Le logis familial ne suffit plus à l'activité de nos jeunes; leur sens d'indépendance devient plus fort que toutes leurs autres aspirations; ils veulent aussi "gagner leur argent". Le mal est peut-être que les enfants n'ont pas aujourd'hui suffisamment d'opportunités pour mettre en acte toutes leurs puissances d'expression.

Et *la société*? Elle s'étonne de découvrir parmi elle, des enfants qui sont en train de la déshonorer. Elle croit que le simple fait de "punir" l'enfant délinquant va le remettre sur le bon chemin. Elle semble oublier que cet enfant a un corps, un coeur, une intelligence et

que très souvent c'est tout cela qu'il faut traiter. Il ne suffit pas de supprimer le mal, il faut aussi le prévenir.

### *Réhabilitation du délinquant*

L'ancienne méthode de traiter les délinquants consistait de les amener devant une cour criminelle, de les soumettre à un procès, de les punir comme des adultes. Très heureusement, les méthodes ont évolué. L'enfant qu'on amène aujourd'hui devant une Cour Juvénile n'est plus un accusé. Son délit est considéré comme une simple circonstance d'un enchaînement de faits qui l'ont conduit devant la Cour. Le juge par l'entremise de ses officiers de surveillance tâche de connaître le milieu où est élevé l'enfant; un rapport de l'instituteur le mettra au courant du travail scolaire; l'examen médical et psychologique lui révéleront bien des faits concrets qui l'aideront à déterminer quel remède il est sage de se servir, et quelles mesures devront être prises pour faire de cet enfant un bon et sage citoyen.

Le problème du jeune délinquant n'est donc pas seulement un problème *légal*, mais aussi un problème *social*. Les dispositions légales coercitives et punitives deviendront certes des instruments importants dans le travail de réhabilitation du jeune délinquant, mais elles ne seront pas les seules. Le redressement social du délinquant demandera que l'on entreprenne aussi celui de sa famille. La plupart du temps on découvrira au sein de la famille du délinquant d'autres circonstances auxquelles il faudra remédier. Le milieu familial devra lui aussi être orienté et subir des modifications.

L'école devrait aussi fournir un vaste champ pour la protection et le développement de l'enfant. On attache trop peu d'importance à l'enseignement concret, à la visite des écoles par des infirmières, à l'assistance scolaire. L'enfant adolescent demande une étude toute particulière; ses réactions devant la vie requièrent qu'on le comprenne et qu'on oriente son activité dans un sens donné.

Nous n'oublions pas le rôle des *forces spirituelles* dans la protection de la jeunesse. L'Eglise a fait surtout ces derniers temps de magnifiques efforts pour rechristianiser la mentalité de nos jeunes. Elle tâche par ses mouvements spécialisés d'atteindre toutes les classes de la société. L'organisation des loisirs a fait l'objet de ses premières occupations. En passant, qu'on nous permette de dire, que le clergé, qui est quotidiennement en contact avec la population de toute classe, de toute race, se doit d'avoir une connaissance pratique de toutes les organisations de bien-être qui pourront admirablement le seconder dans sa tâche. Le bien-être matériel favorise admirablement l'élévation de l'âme au plan surnaturel.

M.H.



## Democracy and Patriotism in The Kindergarten

**I**N HARMONY with the general theme of the Ontario Educational Association Convention held during the Easter week, the Kindergarten Section chose as the point of emphasis in its programme "Democracy and Patriotism in the Kindergarten".

At a luncheon meeting Mr. A. B. Lucas, Assistant Superintendent of Schools, London, Ontario, spoke on "Kindergarten, the Beginning of Democracy".

Children live citizenship with the Kindergarten teacher, Mr. Lucas opined. The informality of the Kindergarten lends itself to the "catching of" democracy. Standards of behaviour are based upon fundamental truths of the Christian religion and the Kindergarten develops a kindred attitude. Democratic living was termed an empty shell without both freedom and responsibility, but Mr. Lucas decried the excessive emphasis which had been attached to freedom. He felt that the sense of responsibility should even precede freedom and that the latter should develop only as it recognized the responsibility involved therein. Mr. Lucas substantiated his opinion as to the best form of discipline for growth in democracy by an experiment made at the University of Iowa, in which it was found that

the autocratic and laissez-faire procedures compared most unfavourably with those which induced leadership, as the best psychological environment for development in democratic living. He suggested that if a Kindergarten were craving encouragement, she look back for months and note the growth in democratic living among the children.

### *"Love Thou Thy Land"*

At the Tuesday morning session practical suggestions were offered for the interpreting of democracy and patriotism in the Kindergarten. Patriotism was defined as the love of one's country and the unselfish devotion to its welfare. In order to love, one must understand and in giving to the child an impression of Canada, songs, pictures and stories about her prairies and mountains, for instance, were suggested and the use of a book, "All About Canada for Little Children", by D. J. Dickie, was advised—a book which touches on many distinctively Canadian features of interest to the child of Kindergarten age level.

A new reverence for our country might be aroused by explaining the reasons which brought people to it, and a sense of responsibility and good citizenship by develop-

ing a knowledge of the experiences of the early pioneers.

Qualities, which should characterize a Canadian child might be stressed by means of the story of a soldier who, looking very gallant and carrying his flag, wishes to lead in a parade. Not finding other soldiers, he says "I must knock at the doors of houses and see if I can find children who are brave enough to be soldiers and march with me. Then I shall have a very fine parade indeed." The various children prove their qualifications and one by one march in the parade which is "a very fine parade indeed," each child having been given a flag or band instrument. Every child must develop desirable traits if the entire class and, indeed, if the entire membership of the school is to do so.

Contact with the Motherland was advised. The children may be given an understanding of the devotion to the routine of their duty of the King and Queen and of their programme of helpfulness. Favorite pictures of the Royal Family may be brought and mounted or framed as desired. A letter from England might be read and a message sent to a group of children in a school in the Mother Country.

### *Practical Patriotism*

A few ways in which interest in the war may be expressed were suggested,—the securing of War Savings stamps, the bringing in of materials, clothing, knitting and so on, patronizing any effort put on by the school, the making of Red Cross and War Service boxes, in which to save coppers at home, etc.

Suggestions for the health programme, a vital factor in interpreting democracy and patriotism, are mainly enrolment in the Junior Red Cross, the making of a Red Cross banner, to serve as a reminder in keeping rules and the use of posters. Many of these, all made by children, were shown, picturing a fruit store, market, proper breakfast, out-of-doors play, drinking of milk, open windows and many other factors which contribute to good health.

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The foregoing merely suggests the comprehensive treatment of this important subject and may be adapted to individual situations.

Further practical suggestions were given in a large exhibit of interesting work done by children in the London Kindergartens.

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### TORONTO CHILDREN PLAYERS

THE Toronto Children Players, directed by Dorothy Goulding and sponsored by the Toronto Kindergarten Association, will soon begin their eleventh season. It is interesting to note that in the various performances in the past ten seasons the children who have taken part may be numbered in the hundreds and that over eighty different plays have been used. These plays have been chosen to provide the best possible entertainment for girls and boys. During this season, which closed on April 5th, the performances have been keenly enjoyed by record audiences.

## BOOK NEWS

E. L. THORNDIKE. *Gifted Children in Small Cities*. Teachers College Board, February, 1941.

In eight out of ten cities, of from twenty thousand to thirty thousand population, any attempt to classify children by ability has been either ignored or rejected. Thorndike gives here a workable programme for the gifted child which we might well consider in Canada, for our large cities as well as small.

*Your Inspector. What I Like to See in a Teacher*. The School,, February, 1941.

In these brief excerpts three school inspectors present their personal views of the prerequisites of an ideal teacher.

MARJORIE REEVES. *Play Centres*. The New Era, February, 1941.

"If children's play is for the healing of the Community, then children have a right to ask of the community the raw materials for play."

NURSERY SCHOOL COMMITTEE. Council Comments, March, 1941. Welfare Council of Toronto and District, 100 Adelaide St. W., Toronto.

This issue is entirely devoted to the Nursery School field. By means of graphs, dialogue, and clear description here is a brief but enlightening survey of the purpose and need of pre-school education. One is not likely to find anywhere a more compact and readable treatment of this subject. Copies may be obtained by writing to above address.

RUTH N. BERMAN. *Science for the Pre-School Child*. Parents Magazine, April, 1941.

This science programme does not require any artificial curriculum but is an integral part of everyday questions that arise from a young child's curiosity of natural things.

MARGUERITE HAMON BRO. *When Children Ask*. Willett, Clark & Co., Chicago, New York, 1941.

Although primarily a book for parents we teachers do not escape the eternal "why" and the questions of small children learning of the world around them. Therefore, these 250 pages provide not only excellent reading material but also broaden our answering horizon.

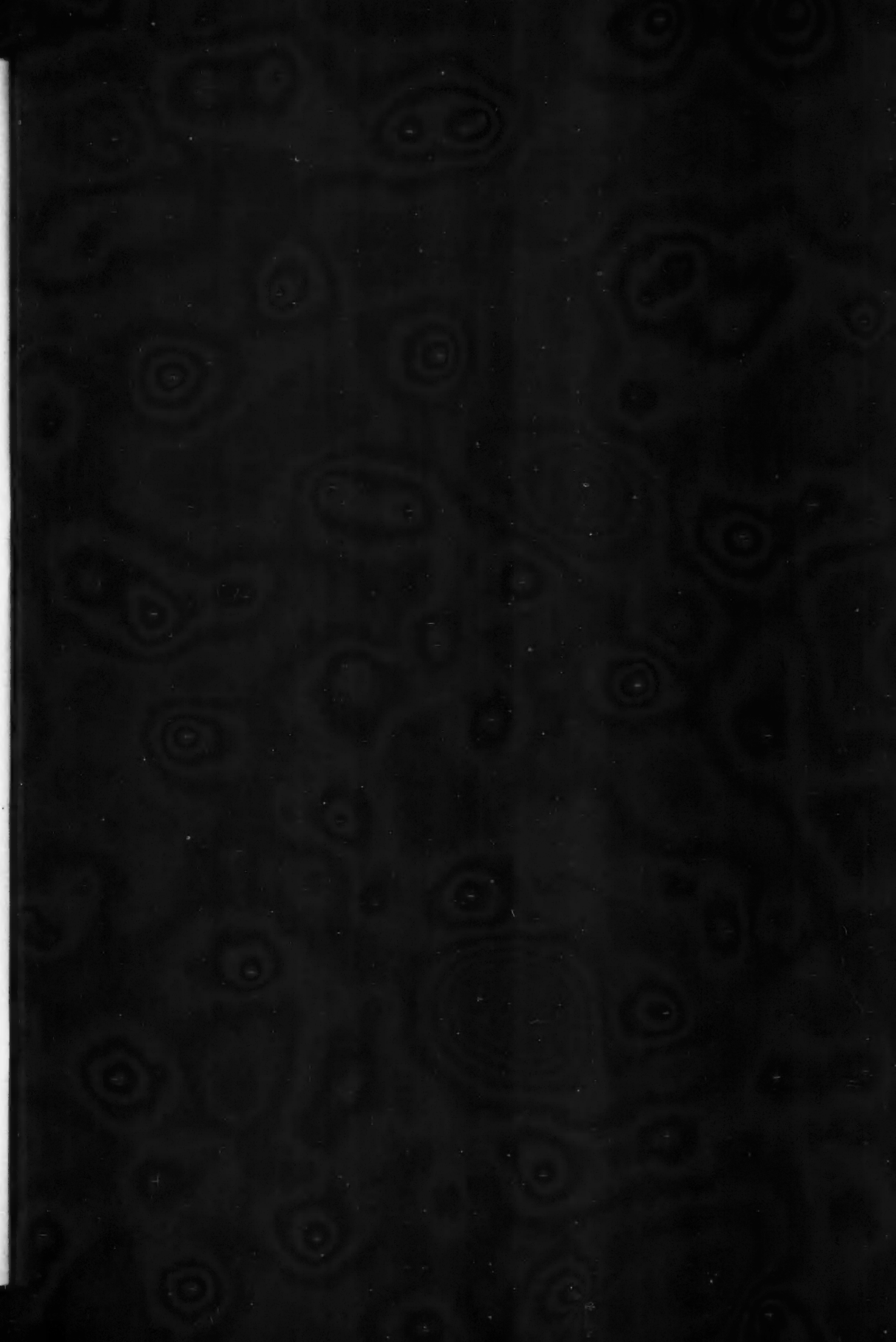
HORACE J. GARDINER, PATRICIA FARREN. *Courtesy Book*. J. B. Lippincott Co., London, 1941.

A short course in polite behaviour for use in schools, churches and individual homes.

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## NOTES

THE Wednesday afternoon sessions of the programme of the Kindergarten Section, Ontario Educational Association, was of keen interest to the members of the National Federation of Kindergarten, Nursery School and Kindergarten-Primary Teachers. The President, Miss Gladys Dickson, gave a most creditable report on the progress and plans of the Federation and further stimulated interest in the Biennial Convention to be held in Windsor in October. Mrs. C. E. Hurst, Director of Junior Department, Windsor Public Schools, spoke on "Poets and Poetry for Children," referring with special appreciation to the work of Robert Louis Stevenson, A. A. Milne, Walter de la Mare, Rose Fyleman and the Mother Goose Rhymes. Mrs. Hurst's contribution proved a delightful climax to a most interesting meeting and was given in her usual bright and charming manner.





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